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UNCLAS SECTION 01 OF 04 ROME 001042

SIPDIS

FROM U.S. MISSION IN ROME

STATE FOR AS/PRM DEWEY, PRM/P, AND IO/EDA BEHREND AND KOTOK
USAID FOR AA/DCHA WINTER, DCHA/FFP LANDIS AND JDRUMMOND,
DCHA/OFDA MENGHETTI
USDA/FAS FOR CHAMBLISS/TILSWORTH/GAINOR
USUN FOR AMBASSADOR NEGROPONTE AND MLUTZ
USMISSION GENEVA FOR AMBASSADOR MOLEY AND USAID/KYLOH
BRUSSELS FOR USAID/LERNER
NSC FOR JDWORKEN

E.O. 12958: N/A

TAGS: [EAID](#) [AORC](#) [PREF](#) [KUNR](#) [WFP](#) [ACABQ](#) [UNHCR](#) [ICAO](#) [AVIATION](#)

SUBJECT: WFP ASSUMES OVERALL RESPONSIBILITY FOR UN
HUMANITARIAN AIR SERVICES FROM JANUARY 1, 2004

REF: (A) ROME 000815

SUMMARY

1. AS REPORTED REF A, WFP MADE A COMMITMENT AT THE UN'S FIFTH SESSION OF THE HIGH LEVEL COMMITTEE ON MANAGEMENT (HLCM) HELD IN NEW YORK JUNE 12-13, 2003, TO ACCEPT THE RESPONSIBILITY OF ADMINISTERING AIR TRANSPORT SERVICE FOR UN AGENCIES IN HUMANITARIAN, AND "OTHER" ACTIVITIES THAT ARE NOT DIRECTLY OR SPECIFICALLY FOR PEACEKEEPING, WITH EFFECT FROM JANUARY 1, 2004. US MISSION HAS RECEIVED FURTHER CLARIFICATION OF WFP'S AND OTHER UN AGENCIES' ROLES FOLLOWING THE HLCM'S DECISION, WHICH IS REPORTED HEREWITH, AND HAS ENCOURAGED WFP TO DISSEMINATE INFORMATION ON THIS DECISION AND ITS IMPLICATIONS THROUGHOUT THE UN AND DONOR COMMUNITY. END SUMMARY.

BACKGROUND

2. FOLLOWING THE WFP-CHARTERED AIR ACCIDENT IN KOSOVO IN 1999, THE INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO) WAS REQUESTED BY THE UN SECRETARY GENERAL AND WFP'S EXECUTIVE DIRECTOR (ED) TO PERFORM AN AUDIT OF WFP AVIATION OPERATIONS. ICAO RECOMMENDED THE FOLLOWING TO ENHANCE AVIATION SAFETY AND IMPROVE THE MANAGEMENT OF ITS OPERATIONS:

- A) UNIFICATION OF THE TECHNICAL CONTROL OF ITS EIGHT (8) "INDEPENDENT COUNTRY-LEVEL AIRLINE" OPERATIONS INTO A "SINGLE AIRLINE" PROVIDING SERVICES TO ALL COUNTRY OFFICES (COS), OTHER UN AGENCIES AND THEIR NON-GOVERNMENTAL ORGANIZATIONS (NGO) IMPLEMENTING PARTNERS;
- B) REORGANIZATION OF WFP HEADQUARTERS AVIATION SECTION, INCLUDING HIRING OF ADDITIONAL STAFF;
- C) ESTABLISHMENT OF AN AVIATION SAFETY UNIT WITH INDEPENDENT FUNCTIONAL REPORTING LINES; AND
- D) DEVELOPMENT OF SYNERGIES WITH OTHER UN AGENCIES TO ENHANCE SAFETY AND AIR TRANSPORT MANAGEMENT.

3. ON FEBRUARY 26, 2001, THEN WFP EXECUTIVE DIRECTOR BERTINI WROTE TO THE UN DEPUTY SECRETARY GENERAL (UNDSG) ASSURING THE UNDSG OF WFP'S COMMITMENT TO IMPROVING ITS AVIATION OPERATIONS AND SAFETY, AND IMPLEMENTING THE ICAO RECOMMENDATIONS.

4. AT THE UNITED NATION'S FIFTH SESSION OF THE HIGH LEVEL COMMITTEE ON MANAGEMENT HELD IN NEW YORK JUNE 12-13, 2003, WFP AGREED TO ACCEPT THE RESPONSIBILITY OF ADMINISTERING AIR TRANSPORT SERVICES FOR UN AGENCIES IN HUMANITARIAN, AND "OTHER" ACTIVITIES THAT ARE NOT DIRECTLY OR SPECIFICALLY FOR PEACEKEEPING, WITH EFFECT FROM JANUARY 1, 2004.

WFP'S IMPLEMENTATION STRATEGY

5. WFP AVIATION WILL PROVIDE WFP COUNTRY OFFICES (COS) AND ALL UN AGENCIES, AND OTHER NGO IMPLEMENTING PARTNERS, AND MEMBERS FROM DONOR ORGANIZATIONS AND THEIR GOVERNMENTS (HEREINAFTER COLLECTIVELY REFERRED TO AS CLIENTS) THE FOLLOWING SERVICES:

ROME 00001042 001.2 OF 004

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FROM JANUARY 1, 2004. US MISSION HAS RECEIVED FURTHER
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ROME 00001042 001.3 OF 004

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ROME 00001042 001.4 OF 004

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ROME 00001042 002.1 OF 004

PECIFIC CLIENT REQUIREMENTS WHEN REQUESTED;
C) AIR TRANSPORT FOR EMERGENCY EVACUATION;
D) AIR TRANSPORT FOR AERO MEDICAL EVACUATION WHERE NO OTHER MEANS ARE AVAILABLE;
E) PROFESSIONAL TECHNICAL SERVICES AND ASSISTANCE TO CLIENTS AND OTHER GOVERNMENTAL AND INTERNATIONAL ORGANIZATIONS; AND
F) STRATEGIC AD-HOC AIR TRANSPORT FOR PASSENGER/CARGO MOVEMENT.

16. NORMALLY, WHEN THE FUNDING IS ARRANGED BY WFP AND THERE IS A SIGNIFICANT WFP COMPONENT IN AIR OPERATIONS, THE WFP AIR TRANSPORT OPERATION PROVIDING THE SERVICE WILL BE DESCRIBED AS "WFP HUMANITARIAN AIR SERVICE-(HAS)." IF THE

FUNDING IS ARRANGED BY ANOTHER AGENCY, THE AIR TRANSPORT OPERATION MAY BE DESCRIBED AS A "UNITED NATIONS HUMANITARIAN AIR SERVICE-(UNHAS)." WHERE AN AIR TRANSPORT SERVICE IS PROVIDED AT THE REQUEST OF THE DEPARTMENT OF PEACEKEEPING OPERATIONS (DPKO), ARRANGEMENTS WILL BE IN ACCORDANCE WITH A SEPARATE AGREEMENT BETWEEN DPKO AND WFP.

17. WFP AVIATION WILL CONDUCT AND MANAGE ALL AVIATION ACTIVITIES AS A NON-PROFIT, SELF-ACCOUNTING "BUSINESS UNIT" UNDER THE AVIATION SPECIAL ACCOUNT (ASA) ESTABLISHED BY THE ORGANIZATION IN DECEMBER 2003.

18. WFP COUNTRY OFFICES (COS) AND REGIONAL BUREAUS WILL CONTINUE TO PROVIDE HAS OPERATIONS WITH HUMAN RESOURCE AND FINANCIAL ADMINISTRATION, LOGISTICS, COMMUNICATIONS, AND OTHER SUPPORT AS NECESSARY.

19. A UN USER GROUP COMMITTEE (UGC) SHOULD BE ESTABLISHED FOR EACH HAS OPERATION. WFP SHALL INVITE THE HEAD OF THE LEADING UN CLIENT AGENCY TO FORM AND CHAIR THE UGC. THE TERMS OF REFERENCE FOR UGC IS LIMITED TO ADMINISTRATIVE DECISIONS AND SHALL INCLUDE:

- A) ESTABLISHING ADMINISTRATIVE POLICIES AND ISSUING ADMINISTRATIVE DIRECTIVES DETAILING ELIGIBILITY AND PRIORITY OF PASSENGER AND CARGO ON HAS AIRCRAFT, AND ENSURING COMPLIANCE WITH WFP MANAGEMENT AND OPERATIONAL POLICIES AND PROCEDURES;
- B) DECIDING ON THE DESTINATIONS TO BE SERVED;
- C) ENSURING COMPLIANCE WITH ESTABLISHED PROCEDURES FOR THE SAFE AND EFFICIENT HANDLING OF PASSENGERS AND CARGO;
- D) ENSURING TIMELY SETTLEMENT OF DUES TO WFP; AND
- E) MATTERS RELATING TO THE QUALITY OF SERVICE.

110. WFP HEADQUARTERS WILL ADMINISTER THE AVIATION SAFETY UNIT. HOWEVER, IT IS NOTED THAT THE CHIEF AVIATION SAFETY UNIT (CASU) IS FUNCTIONALLY INDEPENDENT OF THE WFP AVIATION SECTION.

11. WFP'S DIVISION OF TRANSPORT & RESPONSE PREPAREDNESS (OTP) OFFICE WILL, IN CONJUNCTION WITH ITS HUMAN RESOURCES UNIT, ESTABLISH ALL INTERNATIONAL AND LOCAL POSTS FOR ALL AVIATION AND SAFETY FUNCTIONS THROUGH REQUEST FOR PERSONAL ACTIONS (RPA) AND OUT-POST THEM AS APPROPRIATE TO FILL THE FIELD AVIATION AND SAFETY POSITIONS.

REORGANIZATION OF WFP AVIATION

112. WFP HEADQUARTERS SHALL BE RESPONSIBLE AND ACCOUNTABLE TO PROVIDE A SAFE, EFFICIENT AND COST-EFFECTIVE AIR TRANSPORT SERVICE TO HAS CLIENTS. IT WILL RETAIN THE AUTHORITY TO:

ROME 00001042 002.2 OF 004

PECIFIC CLIENT REQUIREMENTS
WHEN REQUESTED;
C) AIR TRANSPORT FOR EMERGENCY EVACUATION;
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- A) ESTABLISHING ADMINISTRATIVE POLICIES AND ISSUING ADMINISTRATIVE DIRECTIVES DETAILING ELIGIBILITY AND PRIORITY OF PASSENGER AND CARGO ON HAS AIRCRAFT, AND ENSURING

COMPLIANCE WITH WFP MANAGEMENT AND OPERATIONAL POLICIES AND PROCEDURES;
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ROME 00001042 002.3 OF 004

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ROME 00001042 003.1 OF 004

ALIFIED PROFESSIONAL STAFF TO MANAGE THE SERVICE;

- C) ASSIGN ANY HAS STAFF MEMBER WHEN NEEDED, TO START NEW OPERATIONS OR PROVIDE SHORT-TERM SERVICES;
- D) REDEPLOY CONTRACTED HAS AIRCRAFT BETWEEN ONE OPERATION AND ANOTHER, TO MAXIMIZE THE UTILIZATION OF AIRCRAFT;
- E) PROMULGATE AND ENFORCE OPERATIONAL AND "BUSINESS" MANAGEMENT POLICIES;
- F) PROVIDE A SERVICE TO CLIENTS WHO REQUIRE AD-HOC/SHORT-TERM AIR TRANSPORT SUPPORT;
- G) CHANGE AIRCRAFT TYPES AND FLEET COMPOSITION AS NECESSARY TO ENSURE COMPATIBILITY WITH THE REQUIRED ROLE AND ENHANCE ECONOMIC UTILIZATION; AND
- H) UNDERTAKE ANY OTHER NECESSARY ACTION THAT IS REQUIRED WITHIN THE SCOPE OF HIS/HER AUTHORITY TO ENHANCE THE QUALITY OF HAS.

13. FURTHER, EACH HAS OPERATION SHALL CONCLUDE A TECHNICAL SERVICE AGREEMENT (TSA) WITH EACH OF ITS CLIENTS. THE TSA SHALL DEFINE THE REQUIRED SERVICE AND THE TERMS AND CONDITIONS THEREOF.

14. WFP HEADQUARTERS SHALL REVISE ALL MANUALS AND PROCEDURES TO REFLECT THE ORGANIZATIONAL CHANGES AND HAS CONCEPT AND RE-ISSUE THEM FOR IMPLEMENTATION AS SOON AS POSSIBLE.

ESTABLISHMENT OF A WFP AVIATION SAFETY UNIT

15. THE AVIATION SAFETY UNIT SHALL BE RESPONSIBLE FOR ESTABLISHING AND MAINTAINING AN EFFICIENT AND EFFECTIVE SAFETY ORGANIZATION, THE RESPONSIBILITIES OF WHICH SHALL INCLUDE THE SAFETY OVERSIGHT OF AIRCRAFT OPERATORS AND HAS OPERATIONS.

16. THE FOLLOWING REGIONAL AVIATION SAFETY OFFICER (RASO) POSTS SHALL BE FORMALLY ESTABLISHED WITH IMMEDIATE EFFECT, REPORTING DIRECTLY TO WFP HEADQUARTERS:

- A) RASO FOR IRAQ AND AFGHANISTAN BASED IN ISLAMABAD;
- B) RASO FOR BURUNDI, SOMALIA AND SUDAN BASED IN NAIROBI; AND
- C) RASO FOR ANGOLA, DRC AND WEST AFRICA BASED PROVISIONALLY IN LUANDA.

COMMON UN SAFETY AND OPERATING STANDARDS

17. THE UNITED NATIONS AVIATION STANDARDS FOR PEACEKEEPING AND HUMANITARIAN AIR TRANSPORT OPERATIONS WERE JOINTLY DEVELOPED BY WFP AND DPKO, WITH GUIDANCE FROM ICAO. THEY WERE DISSEMINATED BY DECEMBER 31, 2002, AND SHALL BE ADOPTED AS THE STANDARD BY WHICH WFP HAS OPERATIONS ARE CONDUCTED.

COMMENT

18. SINCE THE TRAGIC KOSOVO AIR ACCIDENT IN 1999, WFP HAS WORKED CLOSELY WITH ICAO TO BOTH ESTABLISH AND MAINTAIN A COMPREHENSIVE AIR SAFETY OVERSIGHT SYSTEM. THE ADMINISTRATIVE STEPS LISTED ABOVE ARE THE "LESSONS LEARNED"

ROME 00001042 003.2 OF 004

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15. THE AVIATION SAFETY UNIT SHALL BE RESPONSIBLE FOR ESTABLISHING AND MAINTAINING AN EFFICIENT AND EFFECTIVE SAFETY ORGANIZATION, THE RESPONSIBILITIES OF WHICH SHALL INCLUDE THE SAFETY OVERSIGHT OF AIRCRAFT OPERATORS AND HAS OPERATIONS.

16. THE FOLLOWING REGIONAL AVIATION SAFETY OFFICER (RASO) POSTS SHALL BE FORMALLY ESTABLISHED WITH IMMEDIATE EFFECT, REPORTING DIRECTLY TO WFP HEADQUARTERS:

- A) RASO FOR IRAQ AND AFGHANISTAN BASED IN ISLAMABAD;
- B) RASO FOR BURUNDI, SOMALIA AND SUDAN BASED IN NAIROBI; AND
- C) RASO FOR ANGOLA, DRC AND WEST AFRICA BASED PROVISIONALLY IN LUANDA.

COMMON UN SAFETY AND OPERATING STANDARDS

17. THE UNITED NATIONS AVIATION STANDARDS FOR PEACEKEEPING AND HUMANITARIAN AIR TRANSPORT OPERATIONS WERE JOINTLY DEVELOPED BY WFP AND DPKO, WITH GUIDANCE FROM ICAO. THEY WERE DISSEMINATED BY DECEMBER 31, 2002, AND SHALL BE ADOPTED AS THE STANDARD BY WHICH WFP HAS OPERATIONS ARE CONDUCTED.

COMMENT

18. SINCE THE TRAGIC KOSOVO AIR ACCIDENT IN 1999, WFP HAS WORKED CLOSELY WITH ICAO TO BOTH ESTABLISH AND MAINTAIN A COMPREHENSIVE AIR SAFETY OVERSIGHT SYSTEM. THE ADMINISTRATIVE STEPS LISTED ABOVE ARE THE "LESSONS LEARNED"

ROME 00001042 003.3 OF 004

ALIFIED PROFESSIONAL STAFF TO MANAGE THE SERVICE;

- C) ASSIGN ANY HAS STAFF MEMBER WHEN NEEDED, TO START NEW OPERATIONS OR PROVIDE SHORT-TERM SERVICES;
- D) REDEPLOY CONTRACTED HAS AIRCRAFT BETWEEN ONE OPERATION AND ANOTHER, TO MAXIMIZE THE UTILIZATION OF AIRCRAFT;
- E) PROMULGATE AND ENFORCE OPERATIONAL AND "BUSINESS" MANAGEMENT POLICIES;
- F) PROVIDE A SERVICE TO CLIENTS WHO REQUIRE AD-HOC/SHORT-TERM AIR TRANSPORT SUPPORT;
- G) CHANGE AIRCRAFT TYPES AND FLEET COMPOSITION AS NECESSARY TO ENSURE COMPATIBILITY WITH THE REQUIRED ROLE AND ENHANCE ECONOMIC UTILIZATION; AND
- H) UNDERTAKE ANY OTHER NECESSARY ACTION THAT IS REQUIRED WITHIN THE SCOPE OF HIS/HER AUTHORITY TO ENHANCE THE QUALITY OF HAS.

13. FURTHER, EACH HAS OPERATION SHALL CONCLUDE A TECHNICAL SERVICE AGREEMENT (TSA) WITH EACH OF ITS CLIENTS. THE TSA SHALL DEFINE THE REQUIRED SERVICE AND THE TERMS AND CONDITIONS THEREOF.

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COMMENT

118. SINCE THE TRAGIC KOSOVO AIR ACCIDENT IN 1999, WFP HAS WORKED CLOSELY WITH ICAO TO BOTH ESTABLISH AND MAINTAIN A COMPREHENSIVE AIR SAFETY OVERSIGHT SYSTEM. THE ADMINISTRATIVE STEPS LISTED ABOVE ARE THE "LESSONS LEARNED"

ROME 00001042 004.1 OF 004

MID-1990S. THIS HARD WORK HAS CULMINATED IN HLCM'S REQUEST AND WFP'S ACCEPTANCE OF RESPONSIBILITY OF ADMINISTERING AIR TRANSPORT SERVICE FOR UN AGENCIES IN HUMANITARIAN, AND "OTHER" ACTIVITIES THAT ARE NOT DIRECTLY OR SPECIFICALLY FOR PEACEKEEPING, WITH EFFECT FROM JANUARY 1, 2004. US MISSION HAS RECEIVED FURTHER CLARIFICATION OF WFP'S AND OTHER UN AGENCIES' ROLES FOLLOWING THE HLCM'S DECISION, AND HAS ENCOURAGED WFP TO DISSEMINATE INFORMATION ON THIS DECISION AND ITS IMPLICATIONS THROUGHOUT THE UN AND DONOR COMMUNITY.

AMBASSADOR HALL ADDS

119. MY STAFF AND I HAVE BEEN ABLE TO DO OBTAIN A MORE COMPLETE UNDERSTANDING OF IN-COUNTRY SITUATIONS DURING OUR VISITS TO WEST AFRICA, ANGOLA AND ELSEWHERE THANKS TO THE EFFICIENT AND SAFE AIR OPERATIONS RUN BY WFP ON BEHALF OF THE UN. SIMPLY, THESE FLIGHTS MAKE THE UN AGENCIES AND NON-GOVERNMENTAL ORGANIZATIONS MORE EFFECTIVE HUMANITARIAN PLAYERS. I AM PLEASED THAT THE USG CONTINUES TO SUPPORT SPECIAL HAS OPERATIONS THROUGH WFP.

120. MINIMIZE CONSIDERED. CLEVERLEY

ROME 00001042 004.2 OF 004

MID-1990S. THIS HARD WORK HAS CULMINATED IN HLCM'S REQUEST AND WFP'S ACCEPTANCE OF RESPONSIBILITY OF ADMINISTERING AIR TRANSPORT SERVICE FOR UN AGENCIES IN HUMANITARIAN, AND "OTHER" ACTIVITIES THAT ARE NOT DIRECTLY OR SPECIFICALLY FOR PEACEKEEPING, WITH EFFECT FROM JANUARY 1, 2004. US MISSION HAS RECEIVED FURTHER CLARIFICATION OF WFP'S AND OTHER UN AGENCIES' ROLES FOLLOWING THE HLCM'S DECISION, AND HAS ENCOURAGED WFP TO DISSEMINATE INFORMATION ON THIS DECISION AND ITS IMPLICATIONS THROUGHOUT THE UN AND DONOR COMMUNITY.

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